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ABSTRACT

This annual report summarizes recent activities provided in Ohio through Chapter 1 of the Education Consolidation and Improvement Act. Information presented includes statistics for fiscal 1988, including the 1987-88 school year and the following summer, participation trends, instructional impact, expenditure and staffing patterns, parent involvement, and 5-year trends. The first section of the report explains the basic Chapter 1 services provided by Ohio's school districts. Statistics for 1988 and 5-year trends clearly indicate that the program helps children become successful learners. The second section describes the special Chapter 1 services provided for the children of migratory agricultural workers and handicapped, neglected, or delinquent children in state agency schools. The statistics indicate the beneficial impact of the supplemental services provided through federal aid to education. At the end of the report, services of the Ohio Department of Education to local districts and to state agency schools are described, and the program's 5-year financial and human impact is summarized. (RH)

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Chapter One In Ohio

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CHAPTER ONE IN OHIO

Education Consolidation and Improvement Act 23rd Annual Evaluation Report

Fiscal 1988

Contents

Chapter One Helps Children.....	2
Basic Programs.....	3
Student Participation	4
Instructional Areas.....	5
Impact of Reading Instruction.....	6
Impact of Mathematics Instruction.....	7
Expenditure Patterns	7
Staff Positions.....	8
Inservice Education.....	9
Parent Involvement	9
Parent Advisory Councils	10
Summary of Successes	10
Special Programs	12
Migrant Children	12
Handicapped Children.....	14
Neglected or Delinquent Children.....	17
State Leadership	20
Five-Year Financial and Human Impact Summary	21



Chapter One Helps Children

This 23rd annual report summarizes recent activities provided in Ohio through Chapter 1 of the Education Consolidation and Improvement Act. Information presented includes statistics for fiscal 1988 (the 1987-88 school year and the summer that followed), participation trends, instructional impact, expenditure and staffing patterns, parent involvement, and five-year trends.

Chapter 1 authorizes a federally funded compensatory program for several groups of educationally disadvantaged children. The legislation directs that priority educational needs of these children be identified and programs designed to provide appropriate supplemental instruction.

Basic provisions of Chapter 1 are funded on the premise that

areas with high concentrations of low-income families also have high concentrations of children who are educationally disadvantaged. Public school districts are allocated funds to provide supplemental instruction for these students.

Special provisions of Chapter 1 recognize a federal responsibility to improve the educational opportunities available to the children of migratory agricultural workers. The legislation channels funds through state departments of education for distribution to school districts where influxes of migrant children occur.

Special provisions of Chapter 1 also recognize the need for supplemental instruction to help handicapped, neglected, or delinquent children who attend school in state-operated facilities.

Chapter 1 in Ohio is administered by the Ohio Department of Education's Division of Federal Assistance and Division of Special Education.

Pages 2 to 10 explain the basic Chapter 1 services provided by Ohio's public school districts. Statistics for the current year and five-year trends clearly indicate that this program helps children become successful learners.

Pages 12 to 17 describe the special Chapter 1 services provided for the children of migratory agricultural workers and handicapped, neglected, or delinquent children being educated in state agency schools. Here also the statistics indicate the beneficial human impact of the supplemental services provided through federal aid to education.



Basic Programs

Nearly all school districts in Ohio qualify for Chapter 1 funds and, except for a few with small allocations, most participate. In fiscal 1988, a total of 613 of 615 districts operated Chapter 1 programs.

The allocation for each school district is based on a formula dependent on the number of children aged five through seventeen residing in the district who are

- ▶ From low-income families, based on census data.

- ▶ From families receiving Aid for Dependent Children.
- ▶ In institutions for neglected or delinquent children.
- ▶ In foster homes in the district.

Grant awards to school districts for basic programs for the last five years total over \$543,000,000. Note that the grant award increased 14 percent from fiscal 1987 to fiscal 1988.

Chapter 1 is *forward funded*—the money approved for the fiscal year that begins in October is available for use during the school year that begins the next

September. Provisions are also made for funds to be carried over and used the following year.

The rationale for forward funding and carryover is to provide school administrators with the flexibility needed to employ staff on a timely basis and to adjust to changes that occur during the school year.

All basic program statistics that appear in the last three columns of Table 1 relate to actual expenditures rather than grant awards.

Table 1
1988 Five-Year Trends: Chapter 1 Expenditures

Fiscal Year	Grant Award	Current Funds	Carryover Funds	Total Expenditures
1984	94,241,680	83,458,360	13,319,689	96,778,049
1985	103,812,686	92,878,023	14,082,352	106,960,375
1986	111,078,740	99,939,241	12,178,549	112,117,790
1987	109,122,668	100,806,094	13,907,213	114,713,307
1988	124,756,042	116,037,825	14,180,488	130,218,383

Table 2
1988 Chapter 1 Students

Grade Ranges	Regular Term		Summer Term		Either or Both Terms	
	Participants	Percent	Participants	Percent	Participants	Percent
Prekindergarten	3,085	2%	42	*	3,127	2%
Kindergarten	10,861	8	226	4%	11,087	8
Grades 1-3	82,524	61	2,607	50	85,131	61
Grades 4-6	33,362	25	2,247	43	35,609	25
Grades 7-9	4,574	3	73	1	4,647	3
Grades 10-12	1,286	*	46	*	1,332	1
Totals	135,692	100%	5,241	100%	140,933**	100%

*Less than 1 percent

**Indicates 4,094 served in both regular and summer terms.

Student Participation

Most Chapter 1 activities in Ohio are conducted during the regular term, and over half are directed toward serving children in grades one through three (see Table 2). The 613 school districts providing Chapter 1 instruction during the regular term served 135,692 students. The 12 districts having summer-term instruction served

5,241 students. Of these students, 4,094 participated both terms.

The grade level with the most participants was grade one with 38,163 students. Grade two ranked second with 27,009. Grades three and four followed with 19,959 and 15,412, respectively.

Very few school districts provide Chapter 1 services at the secondary level. On a combined

basis, less than 5 percent of all participants in fiscal 1988 were in grades seven or above. The lower percentages of older students do not mean that there are no educationally disadvantaged secondary students. Instead, they indicate that priorities have been established in line with local needs assessment and current levels of funding.

Private school students who meet the selection criteria and who reside in qualified attendance areas are included in the planning for basic Chapter 1 programs and are provided with appropriate services. In fiscal 1988, a total of 6,012 private school students received Chapter 1 instruction.

The U.S. Supreme Court ruled in 1985 that Chapter 1 teachers cannot be sent into church-related private schools to provide instruction (see Table 3). This ruling, *Aguilar v. Felton*, does not negate the portion of Chapter 1 law that requires a school district to consider the needs of private school students when planning its program.

Public school administrators

Table 3
1988 Private School Students

Grade Ranges	Participants	Percent
Prekindergarten-Grade 3	3,576	59%
Grades 4-6	1,781	30
Grades 7-12	655	11
Totals	6,012	100%

Table 4
1988 Instruction for Private School Students

Mode of Service	Number of Participants	Percent of Participants
Mobile units	5,419	90%
Public schools	221	4
Neutral sites	372	6
Totals	6,012	100%

in Ohio responded quickly and effectively to this decision. Of the 140,933 students served in fiscal 1988, over four percent were enrolled in private schools. This is similar to the percentage served annually prior to the Supreme Court ruling.

Most private school students were served in conveniently located mobile units (see Table 4). The remainder walked or were transported to public schools or neutral sites.

Local school districts receive extra Chapter 1 funds to help students who reside in homes for neglected or delinquent children. In fiscal 1988, a total of 3,311 students were served.

Instructional Areas

Instruction in reading is almost always identified as the most crucial area of need. First priority for participation is given to children most in need of additional help. In fiscal 1988, participants were students who scored at or below the 36th percentile on a standardized achievement test. A total of 119,549 students received reading services in the regular term and 4,998 in the summer term.

The usual procedure is for five or so students to leave their

regular classroom for about 30 minutes a day to meet separately with a Chapter 1 teacher. Instruction is geared to a level where each child can be successful.

Mathematics, the second-ranked area of need, is usually conducted in a small-group setting similar to that for reading. A total of 17,564 students participated during the regular 1987-88 school year and 4,670 in the summer.

In a few instances, the district identifies a need for prekindergarten. As Table 5 indicates, 3,110 children under five were involved during the 1987-88 regular term.

Percentages of participants in each instructional area provide a perspective beyond that of numbers. Eighty-eight percent of the 135,692 regular-term participants received reading instruction. During the summer term, 95 percent of the 5,241 participants were in reading. The difference in percentage of youngsters served is especially great in mathematics. Note that only 13 percent were served in the regular term, while 89 percent received mathematics instruction in the summer.

Through the years, the extra instruction provided by Chapter 1 and Title I has emphasized improvement of basic reading and

mathematics skills. Percentages of all participants involved in these and other instructional areas reflect this trend.



Table 5 1988 Chapter 1 Instructional Areas	Regular Term		Summer Term	
	Participants in Area	Percent of All 135,692 Participants	Participants in Area	Percent of All 5,241 Participants
Reading	119,549	88%	4,998	95%
Mathematics	17,564	13	4,670	89
Prekindergarten	3,110	2	47	1
Tutorial*	1,179	1	2,888	55

*In subject areas other than reading and math, mostly for neglected or delinquent youth.

Impact of Reading Instruction

To evaluate the effectiveness and impact of Chapter 1 reading instruction, each local school uses standardized tests to check students' skills with a pretest and a posttest. Differences in test scores are reported in normal curve equivalent (NCE) units (see Table 6).

The NCE system of reporting measures academic gains that can be attributed to extra instruction provided by Chapter 1. To interpret the data, the reader should understand the following:

- ▶ Scores are reported for only those students who take both the pretest and posttest. Scores are converted to NCEs and composited to the state level.
- ▶ With only regular classroom instruction, children are expected to maintain their own position relative to other children in the class—that is, make no NCE gains.



- ▶ With the extra Chapter 1 instruction, children are expected to achieve (and make NCE gains) at a faster rate than classmates who have only regular classroom instruction. A gain of 7 NCEs is considered significant. As Table 6 indicates, kindergarteners and first graders doubled or nearly doubled this rate in 1988.

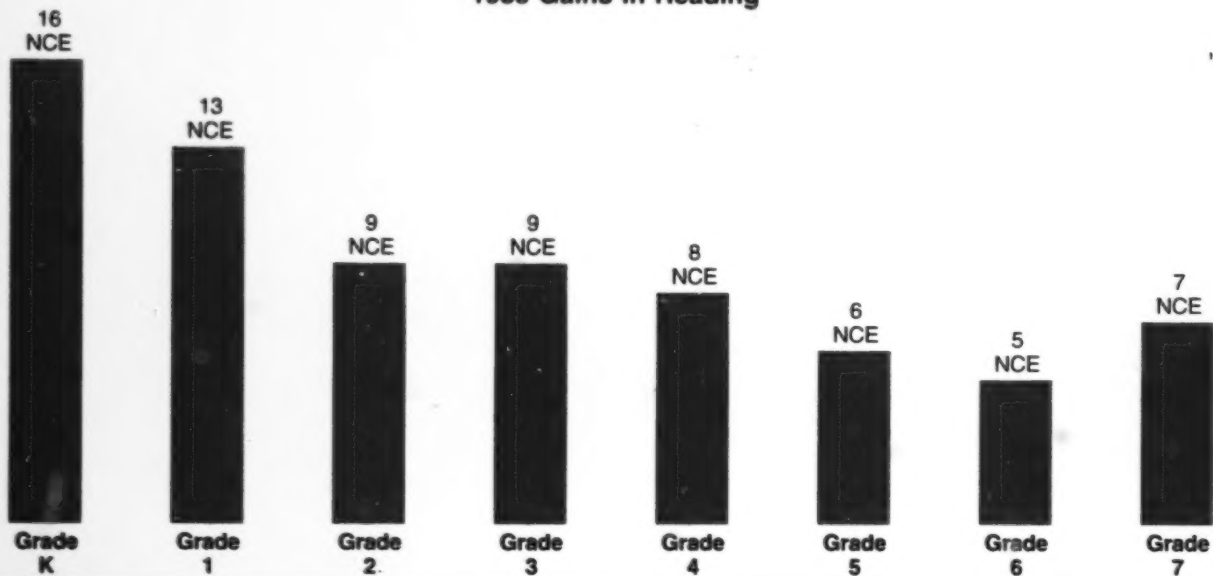
The gains made by children in kindergarten and grade one are especially meaningful since 35 percent of all participants were enrolled at these levels. Average

gain for all students in Chapter 1 reading during the 1987-88 school year was 11 NCEs.

This extra instruction helped nearly 120,000 youngsters in Ohio improve their reading skills.

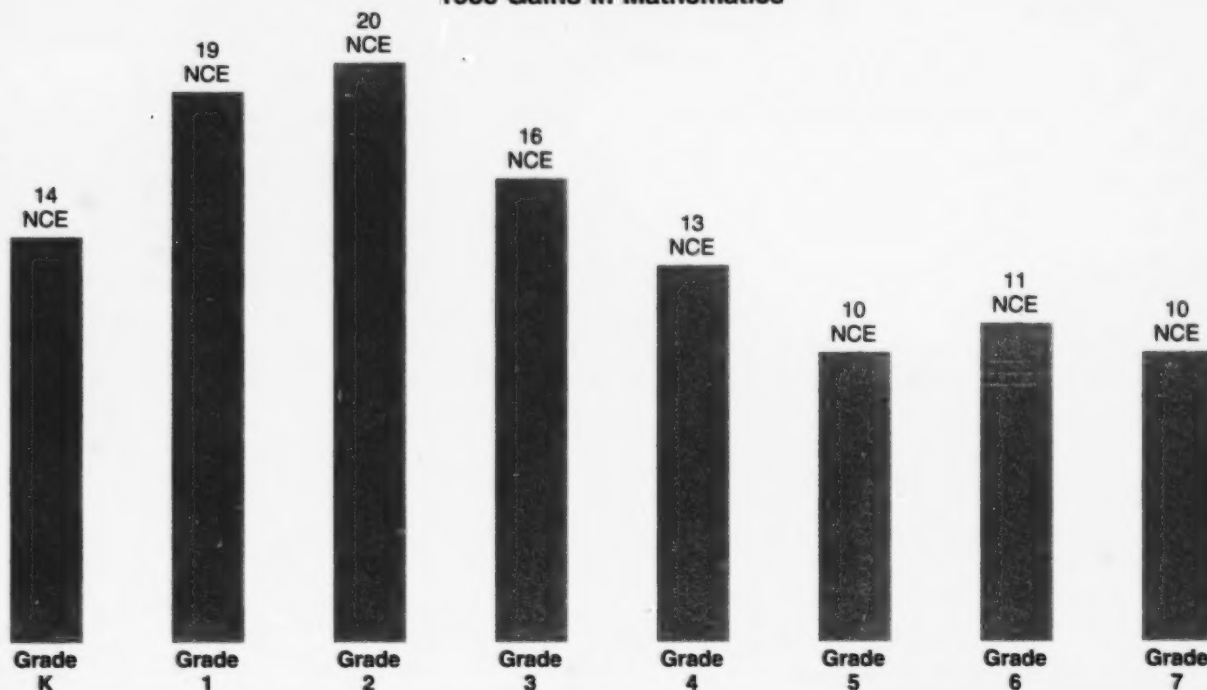
During the past five years, average gains for all grade levels combined have consistently been above the 7 NCEs considered significant. These gains are especially impressive since Chapter 1 serves only those children who score the lowest on a standardized achievement test.

Table 6
1988 Gains in Reading



Average gain was 11 NCEs for all Chapter 1 students, Prekindergarten-12.

Table 7
1988 Gains in Mathematics



Average gain was 14 NCEs for all Chapter 1 students, Prekindergarten-12.

Impact of Mathematics Instruction

Results on standardized tests are also used to evaluate the effectiveness of Chapter 1 mathematics instruction. The system for reporting is the same as that used for reading (see Table 7).

As 1988 gains in mathematics are studied, keep in mind that there were only 17,564 regular-term participants in this area compared with 119,549 in reading.

Note in Table 7 that the average NCE gain at all grade levels was substantially higher than the 7 NCEs considered significant. The average gain for all students receiving Chapter 1 mathematics instruction was 14 NCEs.

During the past five years, about one of every ten participants received extra mathematics instruction. Gains

tend to run higher than those for reading. Also, because of the small numbers of students involved in mathematics, gains tend to fluctuate more than in reading.

Expenditure Patterns

People trying to understand the size and scope of Chapter 1 want to know when and how the money is spent.

The money is used for extra instruction, especially in the area of reading (see Table 8). When expenditures within the various instructional areas are viewed as percentages, the importance placed on regular-term instruction and reading is obvious. Expenditures during the



Table 8 1988 Chapter 1 Instructional Areas	Regular Term		Summer Term		Fiscal Year	
	Expenditures	Percent	Expenditures	Percent	Expenditures	Percent
Reading	\$106,303,057	83%	\$1,685,368	64%	\$107,988,425	83%
Mathematics	14,331,421	11	433,731	17	14,765,152	11
Prekindergarten	4,348,995	4			4,348,995	3
Other services	2,607,901	2	507,840	19	3,115,741	3
Totals	\$127,591,374	100%	\$2,626,939	100%	\$130,218,313	100%

Table 9 1988 Chapter 1 Function Areas	Regular Term		Summer Term		Fiscal Year	
	Expenditures	Percent	Expenditures	Percent	Expenditures	Percent
Salaries and fringe benefits	\$120,183,053	94%	\$1,933,725	73%	\$122,116,778	94%
Instructional materials, supplies, and equipment	4,902,255	4	331,995	13	5,234,250	4
Supportive services	2,506,066	2	361,219	14	2,867,285	2
Totals	\$127,591,374	100%	\$2,626,939	100%	\$130,218,313	100%

summer term are more diversified, with noticeable percentage increases in mathematics and in tutorial services, primarily for neglected or delinquent children who reside in institutions.

The trend in Ohio, not only for the last five years but for the previous eighteen, has been to concentrate expenditures on the improvement of reading skills. Secondary emphasis has consistently been on the improvement of mathematics skills. The only other area with significant expenditures is prekindergarten.

Expenditures can also be categorized by their use for salaries and fringe benefits; instructional materials, supplies, and equipment; and supportive services. As indicated in Table 9, most of the money is used to employ teachers and aides who work directly with children. In contrast, less than one half of one percent is used for equipment and supplies.

Another way to look at Chapter 1 expenditures is by average cost per student receiving

extra instruction. In fiscal 1988, the 135,692 children in regular-term activities were served at an average cost of \$940 each. In a typical six-week summer session, the average cost for each of 5,241 students was \$501.

Staff Positions

Ninety-four percent of all Chapter 1 expenditures in 1988 were for salaries and related costs. Who received these salaries and what services did they provide to students? An overview

of staff positions in Table 10 provides a general answer.

A total of 3,104 teachers, some of whom worked as tutors, were employed during the regular term, and 391 worked during the summer.

Chapter 1 teachers are sometimes assisted by aides. In 1988, 646 aides assisted Chapter 1 teachers during the regular term. In the summer, 186 aides were employed.

During the regular term, 94 percent of the full-time equivalent positions were filled by teachers, tutors, and aides who worked directly with children. In the summer, 96 percent of the

Table 10 1988 Chapter 1 Staff Positions	Regular Term	Summer Term
	Full-Time Equivalent	Full-Time Equivalent
Teachers/tutors	3,104	391
Teacher aides	646	186
Coordinators, supervisors, directors	110	15
Secretaries	82	9
Other supportive staff	69	2
Totals	4,011	603

positions were filled by teachers, tutors, and aides.

The overall effectiveness of Chapter 1 depends on concentrated, direct instruction of children. Between 1984 and 1988, the average regular-term teacher met with 44 children per day, with five per class. During the summer, when morning-only sessions are typical, the average teacher met with 15 to 23 children per day, with five to fourteen per class.

Inservice Education

The teachers, aides, and others who are responsible for helping Chapter 1 participants become successful learners need to renew or upgrade their skills periodically. For this reason, even though many Chapter 1 teachers have master's degrees and numerous years of successful teaching experience, inservice

education is considered an important Chapter 1 activity.

In 1988, a total of \$525,933 was used to provide inservice education. Staff members who worked with Chapter 1 participants had the opportunity to improve their skills and understanding through these inservice activities.

In some instances, inservice is provided by the local district. In many counties and multicounty areas, districts work together to provide more comprehensive inservice education.

Parent Involvement

The major goal of all parent involvement related to Chapter 1 is improved student achievement. As would be expected, types of involvement are varied (see Table 11). A very important type, parent advisory

council membership, is discussed separately in this report.

Parents of all Chapter 1 participants are also encouraged to meet with Chapter 1 teachers to discuss the progress and learning problems of their children. Classroom teachers are sometimes invited to participate in the same conference to provide a more coordinated approach to helping the child. Many parents visit their child's Chapter 1 class; help make instructional games for use at home; attend meetings with guest speakers; or help out as volunteer tutors, aides, or monitors.

Teachers in some districts visit homes to encourage parent involvement and to gain a better understanding of the needs of individual children.

In fiscal 1988, over 84,000 parents of Chapter 1 students were involved in one or more of the types of activities included in Tables 11 and 12.

Table 11 1988 Types of Parent Involvement		Parents*
Individual conferences with Chapter 1 staff members		102,013
Classroom visits by parents		30,603
Group meetings (in addition to council meetings)		37,808
Planning (in addition to council meetings)		12,522
Home visits by Chapter 1 staff members		7,264
*An estimated total of 84,499 parents of Chapter 1 students were involved one or more times in the listed activities.		

Table 12 Five-Year Trends: Types of Parent Involvement					
Fiscal Year	Individual Conferences	Classroom Visits	Group Meetings*	Planning*	Home Visits
1984	93,357	43,541	25,461	5,716	9,568
1985	98,632	29,784	29,194	6,642	8,832
1986	99,679	28,710	29,408	8,267	8,166
1987	101,798	30,706	29,765	7,115	7,391
1988	102,013	30,603	37,808	12,522	7,264
*In addition to council meetings					

Parent Advisory Councils

Chapter 1 regulations require school districts to convene an annual public meeting for the purpose of explaining activities and programs to the parents of eligible children. Districts may provide reasonable support for additional parent activities.

Chapter 1 legislation dropped the restrictive requirements of its predecessor, Title I, for formal school and district councils. However, many districts in Ohio continued school councils as locally designed organizations (see Table 13). District councils

were kept in many districts, but without rigid requirements. Thus, members and school administrators were able to modify their procedures to suit local needs better.

Involvement of parents in an advisory role significantly increased the effectiveness of Chapter 1. Typical activities of school council members included working on committees, observing in classrooms, organizing activities for other parents, and working as volunteers.

At the district level, council members were likely to discuss and recommend ways to improve the district's Chapter 1 activities

as they relate to the needs of children, help arrange districtwide or countywide meetings for parents of all Chapter 1 participants, or assist with exchanges of information through newsletters or tours of Chapter 1 classrooms.

During Fiscal 1988, a total of 5,293 advisory council meetings were held at the school level, where membership totaled 11,190. District advisory council membership totaled 3,174. In addition to local school and district meetings, council members were encouraged to organize and attend county or multidistrict meetings.

Chapter 1 Basic Programs: Summary of Successes

Chapter 1 helps children! Evaluation data gathered in local school districts and compiled at the state level clearly indicate that thousands of children are helped each year. The following list provides supportive evidence and a summary of Chapter 1 operations during fiscal 1988 (the 1987-88 school year and the summer that followed).

- ▶ Of Ohio's 615 school districts, 613, or 99 percent, conducted Chapter 1 programs.
- ▶ Local school districts spent a total of \$130,218,313 in Chapter 1 funds to provide extra instruction for 140,933 educationally disadvantaged children.
- ▶ Most Chapter 1 activities were in the regular school term, during which over 99 percent of the participants received instruction and

most of the expenditures were made.

- ▶ Ninety-six percent of the students receiving Chapter 1 instruction were in grade six or below. The greatest concentration of pupils, 82 percent, was in grades one through four.
- ▶ Highest priority for Chapter 1 services is given to reading. Over 88 percent of all regular-term participants and 95 percent of all summer-term participants received instruction in this area.
- ▶ Chapter 1 participants are making significant achievement gains. Students receiving extra instruction in reading gained an average of 11 NCEs (the normal curve equivalent unit of measure especially designed to measure Chapter 1 progress). Students receiving mathematics instruction also gained an

average of 14 NCEs. (A gain of 7 or above is considered significant.)

- ▶ Eighty-three percent of all expenditures for the year were directed toward reading instruction. Next in money expended were mathematics and prekindergarten, with 11 and 3 percent, respectively.
- ▶ Ninety-four percent of all expenditures for the year were for staff salaries and related fringe benefits.
- ▶ School districts hired 3,104 teachers or certified tutors, on a full-time equivalent basis, to instruct Chapter 1 participants during the regular term. During the summer term, districts hired 391 teachers or tutors on a full-time equivalent basis.
- ▶ Parent advisory councils were an integral part of Chapter 1. A total of 3,174 people served on district

During the past five years, membership on district advisory councils has averaged about 4,000 yearly (see Table 14). Although the number of persons who officially serve as district council members has been declining, the total number of parents involved in Chapter 1 activities is quite high.

One of the main reasons for the successful involvement of parents is that Chapter 1 teachers and school principals have reached out to them and convinced them that they can make important contributions to their children's academic achievement.

Table 13

1988 Council Membership	School Councils	District Councils
Parents of public school participants	10,878	3,001
Parents of private school participants	317	173
Totals	11,190	3,174

Table 14
Five-Year Trends: Council Membership

Fiscal Year	School Councils	District Councils
1984	10,799	4,004
1985	16,585	3,982
1986	14,155	3,939
1987	17,628	3,554
1988	11,190	3,174

councils and 11,190 were on building councils.

Several reasons for the success of Chapter 1 are apparent:

- ▶ **Provision of concentrated instructional services for selected educationally disadvantaged children**
- ▶ **Emphasis on needs assessment and diagnostic-prescriptive instruction**
- ▶ **Concentration on improvement of reading and mathematics skills**
- ▶ **Coordination with classroom instruction**
- ▶ **Reliance on school principals as instructional leaders**
- ▶ **Support by local boards of education with additional funds for Chapter 1 purposes**
- ▶ **Meaningful involvement of parents**

This program is working in Ohio, but much more must be done if the instructional needs of eligible children are to be met in the future. The following courses of action by school administrators are recommended:

- ▶ **Continue to use available funds prudently.**
- ▶ **Encourage teachers, principals, and parents to work together to plan and carry out Chapter 1 instructional activities.**
- ▶ **Urge teachers to continue to develop personalized instructional plans for each Chapter 1 participant.**
- ▶ **Seek ways to motivate more children to improve their reading and mathematics skills.**
- ▶ **Continue to involve parents in meaningful activities.**

Convince legislators, educators, and the public through effective publications, audiovisual presentations, and speaking

engagements that Chapter 1 helps children.

Concerned parents, educators, and other community leaders must also convince the President, members of Congress, and other government officials that

- ▶ **Chapter 1 helps thousands of children annually to improve their reading and mathematics skills and to be successful in school.**
- ▶ **Much remains to be done to help thousands of additional educationally disadvantaged children each school year.**
- ▶ **Children who are not helped to master basic academic skills are more likely to end up on unemployment and welfare rolls in the future and cost more in tax dollars instead of less.**
- ▶ **Local public school districts and states cannot solve educational problems alone. Federal aid for areas of special need is essential.**



Special Programs

Special Programs for Migrant Children

Educational programs for children of migratory agricultural workers are currently funded through special provisions in Chapter 1 of the Education Consolidation and Improvement Act.

Annual grant awards to the state are based on a count of school-age children and the number of days they are in Ohio. Recruiters locate families as they move from state to state and community to community, register the children and have information about them sent to the national Migrant Student Record Transfer System, and tell parents about the educational services provided through Chapter 1.

Three crops (pickles, tomatoes, and sugar beets) and truck farming attract workers and their families to Ohio. School districts, primarily in northwestern and western parts of the state, that anticipate influxes of migrant students apply to the Ohio Department of Education for funds. Allocations and budgets are based on the number of students expected and the services to be provided (see Table 15). If enrollments run higher or lower, adjustments are made. The number of students who enroll each year fluctuates with labor demands and weather conditions, such as the severe drought this past summer.

A few migrant families arrive

in Ohio in time for spring plowing. The greatest influx is during July and August. Many families stay until the first frost in late September or early October. Attendance figures for 1988 indicate a 1,030 fall enrollment, 152 in spring, 1,546 in summer, and 228 year-round.

Between 51 and 61 percent of the migrant youngsters receiving Chapter 1 instruction are usually enrolled in grades one through six. From 22 to 25 percent are typically in kindergarten, preschool, or summer daycare. The remainder are in grades seven through twelve.

Instructional emphasis is on helping younger children develop English language skills. Oral

language, in particular, is stressed because many of the children are predominantly Spanish-speaking. Improvement of reading and mathematics skills is also emphasized. The typical student often receives instruction in more than one subject area, especially during the summer.

At the secondary level during the spring and fall, migrant students have the same course choices as local students. Chapter 1 migrant funds are used primarily to provide teachers for tutoring, as needed. During the summer, both academic and vocational subjects are offered. Several school districts schedule summer evening classes so that older students can both work and attend school.

Eighty-eight percent of the funds for migrant education is used for staff salaries and fringe benefits (see Table 16). Because of the nature of migrant education, supportive services are necessary. During the summer months, pupil transportation and food services must be provided. Other supportive services include student recruitment and transmission of health and educational information to the Migrant Student Record Transfer System.

Table 17 indicates numbers of instructional, administrative, and supportive staff employed on a full-time equivalent basis.

Parent involvement is required by law. Types of involvement include school and class visits, conferences with teachers, parent advisory council membership, and assistance with recruitment of students (see Table 18).

Table 15 Districts and Chapter 1 Participants			
Fiscal Year	Grant Award	Districts	Participants
1984	\$1,338,887	27	2,944
1985	1,492,449	24	3,268
1986	1,349,893	23	3,407
1987	1,297,904	23	2,854
1988	1,350,587	22	2,956

Table 16 Expenditures by Function Areas					
Function Areas	1984	1985	1986	1987	1988
Salaries, fringe benefits	85%	86%	89%	83%	88%
Instructional materials, supplies, equipment	3	1	1	1	3
Other services	12	13	10	14	9

Table 17		
Staff Positions (Full-Time Equivalent*)	Regular Term	Summer Term
Teachers	37	85
Teacher aides	23	82
Directors, coordinators	5	12
Transfer record clerks	10	13
Recruiters	8	12
Transportation personnel	1	19
Food service workers	1	19
Custodians	1	14
*For number of weeks respective programs were in operation		

Table 18 Parent Involvement				
Types of Involvement	Fall 1987	Year-Round 1987-88	Spring 1988	Summer 1988
School/class visits	67	130	92	351
Individual conferences	100	170	72	200
Advisory council membership	86	8	60	100
Recruitment assistance	50	15	1	147

Chapter 1 for Migrant Children: Summary of Successes

Fiscal 1988 highlights and successes of migrant education in Ohio include the following:

- ▶ About 80 percent of the 2,956 participants were interstate travelers, most from Texas or Florida. The parents of about 11 percent were former migrants who have permanently settled in Ohio within the last five years. The remainder were from families that traveled within the state to obtain agricultural employment.
- ▶ During the summer months when regular schools were not in session, districts operated special migrant schools.
- ▶ In the spring and fall, both elementary and secondary migrant children spent most of the day in regular classrooms. Those who needed extra assistance were "pulled out" for supplemental instruction that was tutorial in nature.
- ▶ Six districts enrolling over 125 migrant students each during the summer were

Elmwood, Findlay, Fremont, Lakota, Old Fort, and Woodmore. Three districts—Fremont, Old Fort, and Woodmore—served 100 or more students in the fall.

- ▶ Two districts, Fremont and Toledo, provided year-round programs.
- ▶ Four districts—Marlington, Lakota, Vanguard, and Woodmore—conducted evening classes for high school and junior high students.
- ▶ Twenty-one students in four districts took PASS (Portable Assisted Study Sequence) courses in English, mathematics, social studies, or science.
- ▶ Ohio and Texas educators are continuing their efforts to coordinate the instruction and services available to both high school and junior high students.
- ▶ The migrant education center at Fremont provided consultant services, developed instructional and recruitment materials, and

distributed media resources.

- ▶ State-sponsored workshops were held for various groups including administrators, teachers, transfer record clerks, and recruiters. The most comprehensive inservice effort was a three-day English-as-a-second-language workshop for teachers.
- ▶ Ohio's terminal for the Migrant Student Record Transfer System continued to send and receive information about migrant children living in Ohio.
- ▶ The migrant education center at Fremont, in cooperation with several state, local, and private agencies, sponsored a mobile health fair. Health screenings were provided to approximately 1,000 migrant children and their parents.
- ▶ The Woodmore migrant education program was selected by the U.S. Department of Education for national recognition.

Special Programs for Handicapped Children

Another of the three special sections of Chapter 1 provides supplementary funds to meet important educational needs of handicapped children in state-operated and state-supported schools. In Ohio, during each of the past five years, an average of 4,400 children have received educational assistance through this source of federal aid to education (see Table 19).

Grant awards are based on annual child-count data and reflect declining enrollments in state-operated schools. Funding levels during the past five years have been sufficient for school officials to provide concentrated services for the children selected for Chapter 1 participation.

In fiscal 1988, a total of 4,274 handicapped children were provided Chapter 1 services in the

following types of special-purpose schools:

- ▶ Eighty-two schools operated by county boards of mental retardation and developmental disabilities served 3,849 youngsters.
- ▶ Four schools in residential developmental centers administered by the Ohio Department of Mental

Table 19 Programs, Participants, and Funds			
Fiscal Year	Programs	Participants	Grant Awards
1984	112	4,310	\$5,503,181
1985	107	4,663	4,938,307
1986	107	4,130	4,781,118
1987	99	4,651	4,393,710
1988	97	4,274	4,149,006

Retardation and Developmental Disabilities served 36 children.

- Nine schools within psychiatric hospitals operated by the Ohio Department of Mental Health served 148 emotionally disturbed children.
- Two residential schools administered by the Ohio Department of Education—the Ohio State School for the Blind and the Ohio School for the Deaf—served 241 students.

Ninety percent of the handicapped children in Ohio who received Chapter 1 services were enrolled in county-operated schools (see Table 20). The others attended school on the premises of the state facility where they permanently or temporarily lived.

Special Chapter 1 funds for handicapped children are used to provide educational services that supplement those provided by state and other federal funds. An assessment of instructional needs frequently leads to a provision of services for children who are under or above the traditional school ages of six through 17. Note in Table 21 that from 29 to 41 percent have been age five or under. Information on participants ages 18-21 is not collected separately.

Ninety-eight percent of all funds made available in fiscal 1988 through state agency provisions of Chapter 1 for handicapped children were used

for instructional salaries, fringe benefits, or contracted personal services.

Instructional activities and services for handicapped children are quite diversified. The types of teachers, specialists, and aides employed and the number of children they serve indicate instructional priorities (see Table 22).

A way to look at the trend in program priorities is to focus on the percent of all Chapter 1 participants served in each instructional area (see Table 23).

Fluctuations in percentages tend to reflect shifts in the types of children served and the availability of other funding sources.

Another way to look at the impact of Chapter 1 funding on handicapped children is through the services provided within each of the types of schools.

The schools operated by county boards served the most children, and as would be expected, their Chapter 1 services were the most diversified. Preschool, multihandicapped, and developmental classes were typical priorities in fiscal 1988.

State institutions for the mentally retarded and developmentally disabled used Chapter 1 funds for staff inservice.

At the schools for hospitalized emotionally disturbed children, most Chapter 1 instruction was directed toward prevocational and career awareness orientation. Improvement of reading and

Table 20 Chapter 1 Participants by Type of School					
Type of School	1984	1985	1986	1987	1988
County Boards of Mental Retardation and Developmental Disabilities	3,622	3,955	3,509	4,205	3,849
Mental Retardation and Developmental Disabilities Centers	73	83	53	33	36
Mental Health Hospitals and Centers	333	349	323	173	148
Ohio School for the Deaf	166	163	132	129	135
Ohio State School for the Blind	116	113	113	111	106
Totals	4,310	4,663	4,130	4,651	4,274

Table 21 Five-Year Trends: Handicapped Students				
Fiscal Year	Participants	Age Ranges		
		5 or Under	6-12	13-21
1984	4,310	29%	23%	48%
1985	4,663	31	23	46
1986	4,130	34	22	44
1987	4,651	37	23	40
1988	4,274	41	20	39

Table 22 Staff and Children by Instructional Areas						
Instructional Areas (Rank Order by Numbers of Children Served)	Chapter 1 Staff (Full-Time Equivalent)		Children Served			
	Teachers/ Specialists	Aides	Ages 0-5	Ages 6-12	Ages 13-21	Totals
Prevocational training	15	15	62	141	711	914
Multihandicapped	11	70	99	278	363	740
Preschool/early childhood	13	39	622	7		629
Language development	6	3	96	103	198	397
Infant stimulation	21	39	387			387
Physical development	1	8	103	81	201	385
Developmental	2	17	43	139	163	345
Behavior management	4	15	82	53	182	317
Occupational therapy	1	3	68	56	37	161
Physical therapy	1	2	42	23	10	75

Table 23 Five-Year Trends: Program Priorities by Percent of Children Served					
Instructional Areas	1984	1985	1986	1987	1988
Multihandicapped	12%	12%	18%	19%	17%
Preschool/early childhood	8	9	9	14	14
Prevocational training	11	14	13	15	21
Language development	19	20	8	13	9
Developmental	8	8	4	9	8
Infant stimulation	7	8	12	9	9
Occupational therapy	8	6	4	8	4
Behavior management	5	3	5	6	7
Physical development	11	5	9	5	9
Physical therapy	7	5	1	3	2
Children served in one or more areas	4,310	4,663	4,130	4,651	4,274

Table 24 1988 Student Progress With Short-Term Objectives				
Degree of Improvement	Ages 0-5	Ages 6-12	Ages 13-21	All Age Ranges
Marked improvement (80-100% achieved)	47%	17%	36%	37%
Improvement (50-79% achieved)	31	23	46	21
Little or no improvement (49% or less achieved)	27	27	46	42

Table 25 Five-Year Trends: Student Progress With Short-Term Objectives					
Degree of Improvement	1984	1985	1986	1987	1988
Marked improvement (80-100% achieved)	40%	38%	43%	39%	40%
Improvement (50-79% achieved)	42	46	40	45	45
Little or no improvement (49% or less achieved)	18	16	17	16	15

mathematics skills was a secondary priority.

Students at the Ohio School for the Deaf were provided occupational therapy services and extra classroom assistance through the employment of aides.

Chapter 1 at the Ohio State School for the Blind included mobility training, activity therapy, and improvement of daily living skills.

Because of the severity of handicaps and diversity of Chapter 1 services, statistics compiled at the state level must be generalized. As Table 24 indicates, from 78 to 82 percent of the students ages 0-5 and 13-21 successfully achieved over one-half of their short-term objectives in fiscal 1988.

Five-year trends in student progress provide another indicator of the success of Chapter 1 services for the handicapped. Note in Table 25 that from 82 to 85 percent of all students achieved over half of their short-term objectives in each of the last five years.

Chapter 1 for Handicapped: Summary of Successes

Students with severe handicaps are successfully achieving realistic short-term objectives. Teachers and other evaluators, using both subjective and objective criteria, report that fiscal 1988 Chapter 1 funds helped eight of every ten students reach over half of the objectives set for them.

Typical achievements were such taken-for-granted skills as sitting or standing without support, toilet training, self-feeding, making intelligible sounds, and

communicating with teachers and parents.

Parents are involved in decisions related to placement of the child and types of instructional services to be provided. In some instances, home training materials or teachers help parents learn ways to cope with the child's deficiencies and to reinforce skills learned at school.

Chapter 1 funds are also used to provide workshops and other types of inservice training designed to increase teacher and parent

effectiveness under very challenging circumstances. In fiscal 1988, for example, the Ohio Department of Mental Retardation and Developmental Disabilities conducted regional workshops on serving the multihandicapped and improving behavior-management skills.

In summary, severely handicapped children have a right to appropriate educational services, and Chapter 1 is one piece of legislation that addresses this need.

Special Programs for Neglected or Delinquent Children

Separate provisions of Chapter 1 also provide funds for improved educational opportunities for neglected or delinquent children who attend state agency schools. The Ohio Department of Youth Services, the Ohio Department of Rehabilitation and Correction, and the Ohio Veterans' Children's Home receive funds and conduct Chapter 1 programs.

During fiscal 1988, the Ohio Department of Youth Services used Chapter 1 funds to help 1,195 delinquent youngsters in seven schools. Emphasis was placed on additional basic skills instruction in the areas of reading and mathematics. Supportive services included language development.

The Ohio Department of Rehabilitation and Correction provided supplemental reading and mathematics instruction to 301 inmates 15 to 20 years of age serving terms at Southeastern

Correctional Institution, Lebanon Correctional Institution, Ohio Reformatory for Women at Marysville, and Ohio State Reformatory at Mansfield.

The Ohio Veterans' Children's Home in Xenia provided 130 residents with extra reading instruction, tutorial assistance, and motor sensory activities.

During each of the last five years, over \$1,000,000 has been available to provide supplemental instruction to an average of 1,620 neglected or delinquent children, nearly all of whom were wards of the state or the courts (see Table 26).

Participation and Instructional Patterns

The number of participants served each year tends to vary in line with the number of children committed to agency care (see Table 27).

As would be expected, most students served through this special Chapter 1 program are older than students in other Chapter 1 classes. Table 28 reflects the fact that one half of them are beyond the typical age for high school enrollment.

Though the age ranges are different, the top priority for instruction is consistently identified as improvement of basic reading or mathematics skills (see Table 29). In some instances, the students receive extra help in both areas.

Expenditure and Staffing Patterns

Historically, 93 percent or more of all expenditures go for instructional salaries, fringe benefits, and personal-service contracts.

Expenditures for salaries and related costs are used almost

entirely to employ teachers and aides who work directly with students. Employment patterns for fiscal 1988 are indicated in Table 30.

Expenditures can also be categorized by instructional areas. During each of the past five years, from 45 to 63 percent of all available funds were used to improve reading skills. Another 27 to 45 percent of the expenditures were for mathematics instruction (see Table 31).

Table 26 Programs, Participants, and Funds			
Fiscal Year	Programs	Participants	Grant Award
1984	14	1,833	\$1,527,485
1985	14	1,795	1,279,301
1986	13	1,290	1,411,032
1987	12	1,555	1,488,281
1988	12	1,626	1,682,647

Table 27 Chapter 1 Participants by State Agency					
Agency	1984	1985	1986	1987	1988
Ohio Department of Youth Services	1,050	1,054	529	906	1,195
Ohio Department of Rehabilitation and Correction	626	564	633	503	301
Ohio Veterans' Children's Home	157	177	128	146	130
Totals	1,833	1,795	1,290	1,555	1,626

Table 28 1988 Participants		
Age Ranges	Participants	Percent
5-12	32	2%
13-17	740	45
18-20	854	53
Totals	1,626	100%

Table 29 Instructional Areas by Percent of All Participants		
Fiscal Year	Reading	Mathematics
1984	69%	50%
1985	59	57
1986	55	69
1987	62	66
1988	70	53

Table 30	
1988 Staff Positions	Full-Time Equivalent
Teachers/tutors	24
Teacher aides	11
Supervisors/directors	4
Other	2
Total	41

Evaluation Procedures

To evaluate academic progress in reading and mathematics, standardized tests were used in the fall and again in the spring. Differences in test scores were reported in normal curve equivalent (NCE) units.

The NCE system of reporting has been used since 1984 to measure academic gains that can be attributed to extra instruction provided by Chapter 1 for neglected or delinquent children who attend state agency schools.

To interpret the NCE gains, the reader needs to understand the following:

- ▶ Scores are reported for only those students who take both the pretest and posttest. Test scores are converted to NCEs and composited to the state level.
- ▶ With only regular classroom instruction, students are expected to maintain their own position relative to other students in the class—that is, make no NCE gains.
- ▶ With extra Chapter 1 instruction, students are expected to achieve (and make NCE gains) at a faster rate than classmates who have only regular instruction. Considering the population being served, any number of NCE gains should be regarded as progress.

Gains in Reading and Mathematics

A total of 1,133 neglected or delinquent students in state agency schools received Chapter 1 reading instruction in fiscal 1988. Because dates of enrollment are often dependent on court orders and paroles or releases, the 781 sets of reading test scores that were generated during the norming dates specified by test manufacturers were used as a sampling group. The average gain for this group was 11 NCEs.

The same system of testing and reporting is used for evaluating academic progress in mathematics (see Table 32). A total of 869 students were enrolled in Chapter 1 mathematics classes, and 610 sets

Table 31 Expenditures by Instructional Areas					
Instructional Areas	1984	1985	1986	1987	1988
Reading	48%	63%	50%	50%	45%
Mathematics	34	33	44	45	27
Other*	18	4	6	5	28

*Includes tutorial services and language development

Table 32 Four-Year Trends: Gains in Reading and Mathematics		
Fiscal Year	Average NCE Gains	
	Reading	Mathematics
1985	7	7
1986	10	6
1987	4	12
1988	11	9

of test scores were generated for sample purposes. The average gain here was 9 NCEs.

Because of the low number of

students who generate both pretest and posttest scores, NCE gains tend to fluctuate from year to year.

Chapter 1 for Neglected or Delinquent Children: Summary of Successes

Most neglected or delinquent youth who are housed or confined in state facilities that operate their own schools desperately need supplemental opportunities to learn basic academic skills. They also need personalized instruction designed to overcome negative attitudes and the effects of previous school failure.

Special Chapter 1 funds are set aside to be channeled through state departments of education to correctional and rehabilitation facilities. This routing of funds assures emphasis on instruction rather than provision of more caretakers and better security.

Statistics only partially summarize the impact of this component of Chapter 1 in Ohio. Other highlights include

► Instruction funded through Chapter 1 supplements instruction provided by the state to all students educated under similar circumstances. A total of 1,626 students in 12 schools participated in fiscal 1988.

► Individual students who need extra help with basic reading or mathematics skills are identified, their academic needs assessed, and appropriate instruction provided. In fiscal 1988, a total of 1,133 Chapter 1 participants were enrolled in reading classes and 869 were in mathematics classes.

Evaluation data indicate that students receiving extra

reading instruction for six months or more in fiscal 1988 gained an average of 11 NCEs (the normal curve equivalent unit used to measure Chapter 1 progress). Students receiving six months or more of mathematics instruction gained an average of 9 NCEs. When analyzing NCE gains, keep in mind that most of these students were convicted felons and had poor or failing grades in previous school settings.

► Chapter 1 funds are also used to provide inservice training designed to increase teacher effectiveness under very challenging circumstances.



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State Leadership

All Chapter 1 funds are channeled through state departments of education. In Ohio, the Division of Federal Assistance administers Chapter 1 programs. One exception is that the Division of Special Education administers the component that provides funds to state agency schools for the handicapped.

A staff of 15 to 18 experienced school administrators and educational consultants provides technical assistance to local districts and state agencies to ensure delivery of concentrated and effective instructional services to children.

Major services provided by the Ohio Department of Education to local school districts and to state agency schools include

- ▶ Assistance in planning and developing project proposals
- ▶ Review of project proposals received from applicant agencies

- ▶ Assistance with revision of proposals to meet federal guidelines
- ▶ Approval of project proposals
- ▶ Assistance with project implementation, staff development, parent involvement, evaluation, fiscal accounts, reports, and dissemination of information
- ▶ Determination of allocations, disbursements of funds, and preparation of statistical and financial reports

The principal means by which division staff members provide information about the various programs are office conferences; field services; meetings with local staff and parent advisory councils; state and regional workshops; and publications, audiovisual presentations, and speaking engagements.

During fiscal 1988, numerous conferences and workshops were sponsored by the Division of

Federal Assistance. Major events included a statewide conference for program administrators, Chapter 1 teachers, and parents; a meeting for new Chapter 1 coordinators; several meetings for federal program directors from large districts; and various meetings for migrant education coordinators, teachers, aides, and support personnel.

Guidelines for Chapter 1 require the state educational agency to disseminate pertinent information. The Division of Federal Assistance distributes printed information about guidelines, application procedures, and a variety of promising educational practices.

State publications for fiscal 1988 included the preceding edition of *Chapter One in Ohio*; *The Clipboard*, a periodic report about the various programs administered by the Division of Federal Assistance; and *Chapter One Measures Up*, a collection of Chapter 1 success stories.

Chapter One In Ohio

Table 33
Five-Year Financial Summary
Grant Awards

Programs	1984	1985	1986	1987	1988
Basic	\$ 94,241,680	\$103,812,686	\$111,078,740	\$109,122,668	\$124,756,042
Migrant	1,338,887	1,492,449	1,349,893	1,297,904	1,350,587
Handicapped	5,503,181	4,938,307	4,846,697	4,393,710	4,149,006
Neglected or delinquent	1,527,485	1,279,301	1,411,032	1,488,281	1,682,647
Totals	\$102,611,233	\$111,522,743	\$118,686,362	\$116,302,563	\$131,938,282

Table 34
Five-Year Human Impact Summary
Number of Students Receiving Extra Instruction

Programs	1984	1985	1986	1987	1988
Basic	132,793	140,063	137,439	131,244	140,933
Migrant	2,944	3,268	3,407	2,854	2,956
Handicapped	4,310	4,663	4,130	4,651	4,274
Neglected or delinquent	1,833	1,795	1,290	1,555	1,626
Totals	141,880	149,789	146,266	140,304	149,789

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